

AUTHORIZING APPROPRIATIONS FOR THE AMERICAN
FOLKLIFE CENTER FOR FISCAL YEARS 1985 THROUGH
1989

MAY 8 (legislative day, APRIL 30), 1984.—Ordered to be printed

Mr. MATHIAS, from the Committee on Rules and Administration,
submitted the following

REPORT

[To accompany S. 2556]

The Committee on Rules and Administration, to which was referred the bill (S. 2556) to authorize appropriations for the American Folklife Center for fiscal years 1985 through 1989, having considered the same, reports favorably thereon with an amendment and recommends that the bill as amended do pass.

PURPOSE OF THE BILL

The bill would extend authorization of appropriations for the American Folklife Center, located at the Library of Congress, for fiscal years ending September 30, 1985, through September 30, 1989, as follows: \$930,000 for fiscal year 1985, \$1,021,150 for fiscal year 1986, \$1,104,025 for fiscal year 1987, \$1,216,525 for fiscal year 1988, and \$1,319,550 for fiscal year 1989.

BACKGROUND

Less than ten years ago, on January 2, 1976, as one of the first enactments occurring during the bi-centennial year of the American Revolution, President Gerald R. Ford signed into public law the American Folklife Preservation Act. This Act mandated the Library of Congress to establish an American Folklife Center which would develop programs and activities that would "preserve and present American folklife." Passage of this Act resulted in the creation at the Library of Congress of one of the most successful folklife programs in the entire country.

Measures to increase the role of the Federal Government in preserving folklife had been pending in the Congress for more than six

years. Although the initial impetus came from individuals and groups concerned with the cultures of the Appalachian regions, and native Americans, they were soon joined by proponents of the "ethnic," black, and Hispanic cultures as well as by individuals and groups from every section of the country.

Whatever their background or areas of interest, these individuals and groups were all agreed that the cultural diversity of this country is an invaluable national asset, one that is important to preserve in the face of increasing homogenization of American life. They called for an intensified Federal commitment in this area. This point of view grew to the extent that in the 94th Congress more than 230 Members of the House and more than half the Senate cosponsored bills similar to the enacted measure, reflecting growing concern and sentiment in succeeding Congresses for Federal support for the preservation of American folklife.

COMMITTEE ACTION

On April 26, 1984, the Committee on Rules and Administration held hearings on S. 2556. Testimony was received from Dr. Daniel J. Boorstin, the Librarian of Congress, and Alan Jabbour, Director of the American Folklife Center, in support of the bill. At the hearing, Mr. Ford, Ranking Minority Member of the Committee, joined Mr. Mathias in sponsorship of the bill.

COMMITTEE FINDINGS

ACCOMPLISHMENTS OF THE AMERICAN FOLKLIFE CENTER SINCE ITS CREATION IN 1976

[From the Congressional Record—Senate, April 11, 1984]

AMERICAN FOLKLIFE CENTER REAUTHORIZATION

Mr. MATHIAS. Mr. President, at the request of the Librarian of Congress and the trustees of the American Folklife Center, I introduce today a bill to reauthorize the American Folklife Center at the Library of Congress.

On January 2, 1976, as one of the first enactments occurring during the bicentennial year of the American Revolution, President Gerald R. Ford signed into public law the American Folklife Preservation Act. This act mandated the Library of Congress to establish an American Folklife Center which would develop programs and activities that would preserve and present American folklife. The Congress may reflect with pride on its accomplishment in the passage of this act, for its consequence was, by all accounts, the creation at the Library of Congress of one of the most successful folklife programs in the entire country.

In 1976, measures to increase the role of the Federal Government in preserving folklife had been pending in the Congress for more than 6 years. Although the initial impetus came from individuals and groups concerned with the cultures of the Appalachian regions, and Native Americans, they were soon joined by proponents of the ethnic, black, and Hispanic cultures as well as by individuals and groups from every section of the country.

Whatever their background or areas of interest, these individuals and groups were all agreed that the cultural diversity of this country is an invaluable national asset, one that is important to preserve in the face of increasing homogenization of American life. They called for an intensified Federal commitment in this area. This point of view grew to the extent that in the 94th Congress more than 230 Members of the House and more than half the Senate cosponsored bills similar to the enacted measure, reflecting growing concern and sentiment in succeeding Congresses for Federal support for the preservation of American folklife.

Mr. President, the Librarian of Congress has prepared a summary of the accomplishments of the American Folklife Center since its creation in 1976 and I submit this statement for inclusion in the Record.

There being no objections, the material was ordered to be printed in the Record, as follows:

AMERICAN FOLKLIFE CENTER—THE LIBRARY OF CONGRESS

HISTORY AND MISSION

The American Folklife Center was established in the Library of Congress by Act of Congress in 1976 (P.L. 94-201). Entitled the American Folklife Preservation Act, it directed the Center to develop programs and activities that "preserve and present American folklife." The Center's Board of Trustees contains a mix of private citizens and Federal agency representatives, appointed by the Congress and the President as well as serving *ex officio*, who provide general guidance to the Center. The Board was first convened in June 1976, and the Director was appointed in August of that year. The Center's initial authorization was for a period of three years (fiscal year 1976-1978); subsequently it has been reauthorized for fiscal year 1979-1981 and again for fiscal year 1982-1984.

The Center's charge to "preserve and present American folklife" has led it to develop a varied program of projects and activities, from public events at the Library of Congress to field projects in different locales around the United States, and from major exhibitions to an equipment loan program and consultant visits to assist folklife activities at the local and regional level. All those activities can be subsumed under four broad goals through which the Center serves the American people. These are:

(1) Coordinative activities, in which the Center provides needed focus and coordination to efforts involving American folklife at the Library of Congress, among governmental agencies, and throughout the United States;

(2) Assistance to the field, in which the Center provides technical and consultant assistance in response to requests from local and state government agencies, organizations, communities, and educational institutions;

(3) Research and archival service, under which the Center and its Archive of Folk Culture foster the preservation, documentation, study, and dissemination of information about America's folk cultural traditions; and

(4) Model programs and publications, including printed publications, published recordings, films, live presentations, and exhibitions.

Through these broad goals the Center's efforts consistently include both research and public education, both preservation and dissemination, fulfilling the twin charge of its enabling legislation.

In its early life the Center has undergone phases in its growth. For example, in the years 1977-1979 it undertook several field projects, whereas in 1980-1982 it shifted to an emphasis on the development of public products from those field projects while simultaneously developing long-range, library-based research projects. The number and variety of publications from the Center has increased in recent years compared to the early years of the Center's activities. The future will bring further changes in emphasis, as is proper in response to the developing needs of the field of folklife itself; but there is broad agreement that the Center should maintain an approach to its mission that balances preservation with presentation, research with public service.

PROJECTED LEVELS OF ACTIVITY

Fields projects

The Folklife Center has undertaken documentary field research in several different regions of the United States—notably Chicago, South-Central Georgia, Northern Nevada, the Blue Ridge Mountains along the Virginia-North Carolina border, Rhode Island, Montana, and the Pinelands region of New Jersey. Such major field projects have many benefits: (1) professional documentation of the folk cultural traditions of a region for posterity, with copies of the documentation available in the region itself; (2) the development of regional and state programs featuring folklife with the assistance of the Center; (3) exhibitions; (4) publications; and (5) public dissemination through non-print media. The Folklife Center would like to develop the capacity in the coming authorization period to initiate a new major field project every year.

Library research projects

In addition to field projects, the Center has developed library-based research projects on subjects of special interest and concern in the field of folklife. In the Federal Cylinder Project, for example, the Center has made a comprehensive effort to preserve, catalog, and disseminate folk cultural materials on early cylinder recordings in the Library of Congress and other Federal agencies. The Center envisions undertaking a new library research project each year with the resources requested.

Conferences

The Center has sponsored a variety of conferences dealing with subjects of special relevance or concern, both in Washington, D.C. and at other sites around the United States. Its early conference on "Ethnic Recordings in America" has led to a book publication and greatly stimulated an entire area of research in the private sector. Other conference topics have ranged from "American Folk Custom" to a projected conference on the subject of folk art. Smaller, less formal conferences have also proved effective tools in assisting development of the professional field and in bringing together disparate groups with common interests

in folk culture. In the next authorization period the Center hopes to move to a schedule of one major conference each year and four smaller conferences and advisory meetings a year.

Public events

In addition to its successful series of outdoor concerts featuring folk music, the Center has experimented with winter programs, workshops, symposia, and occasional lectures dealing with various aspects of folk-life. The Center would like to increase both its outdoor concert series and its public lectures in the coming years.

Exhibitions

The Center has undertaken several exhibitions, major and minor, and they have proved excellent stimulants to public discussion and understanding of folklife subjects. Its exhibition *The American Cowboy* has been enormously successful and will tour several major cities after six months at the Library of Congress. Other smaller exhibitions developed by the Center have also been useful tools in public education, both in Washington and around the country. The Center would like in the next authorization period to move toward a schedule of one smaller exhibition each year and a major exhibition (with accompanying publications) every three years.

Publications

Publishing has become an important Center activity for disseminating information and ideas about folklife to a wider public. Ten numbers have already appeared in its series "Publications of the American Folklife Center," and two major volumes have appeared in the "Studies in American Folklife" series. The Center also manages a long-standing series of LP recordings of folk music and folklore published by the Library, now numbering 80 recordings. The newsletter *Folklife Center News* appears four times a year. These publication series are joined by a wide variety of printed reports, brochures, guides, bibliographies, and other useful publications, as well as experimental publications in such media as video-disc. Plans are underway for development of a folklife annual, and the Center would like to increase its publishing efforts in future years to include a major book each year, additional brochures and guides, and additional reference and finding aids from its Archive of Folk Culture.

Daily activities

In addition to special projects and public programs, the staff of the Folklife Center works on a daily basis to be of assistance to the Congress, Federal, state, and regional agencies, the academic community, and a wide variety of organizations dealing with the subject of folklife. The professional staff of the Center regularly provide consultant assistance on various folklife subjects as well as responding to individual inquiries by mail and telephone and in person. The Center also collaborates regularly with other offices of the Library of Congress on subjects related to folklife, and the Center's Archive of Folk Culture continues its 50-year tradition of reader service, research assistance, and development of collections dealing with folklore and folk music. Requests to the Center and Archive for assistance continue to rise, and the Center must find ways in coming years to expand its capacity to service the public on a daily basis.

RATIONALE FOR THE AMERICAN FOLKLIFE CENTER BEING AT THE LIBRARY
OF CONGRESS

Passage of the Act was preceded by much discussion within the Congress during this period of six years, during which time one point of discussion was the location of the Center. Before the Library of Congress was settled upon for the Center's location, it had been proposed to be located at the Smithsonian Institution (which did not support the proposal for various reasons) and for association (as a granting agency) with the National Endowment for the Arts and Humanities. When the Library of Congress was raised as an alternative, the Library was willing to accept the mission.

There was an important precedent for establishing the American Folklife Center in the Library. In 1928 the Library of Congress established within its Music Division the Archive of American Folk Song. From the 1930s up to the present day the Archive has assembled a national collection of documentary materials pertaining to folk music and folklore, and it has gained a national reputation for its field recordings, pioneering documentary record issues, and services to the field of folklore and folklife and to the general public. The Archive, representing a half-century commitment to the subject of American folklife, was a major reason that the Congress settled upon the Library of Congress as the home for the American Folklife Center. The Archive, with its title broadened to the Archive of Folk Culture, is now part of the American Folklife Center within the Library.

In addition to the presence of the Archive, the general collections of the Library of Congress contain the world's largest collection of research materials pertaining to folklife in the documentary media of print, manuscripts, recordings, photographs, videotapes, and motion-picture film. These holdings are vast, not only because the Library of Congress is the world's largest library, but because the Library as an institution has had a strong democratic character in its collecting policies, acquiring not only the grand monuments of western civilization but millions of items representing grassroots culture in America and around the world. Thus there was a compelling logic to attaching the newly created American Folklife Center in an institution with such unparalleled resources for research in the subject of folklife.

Finally, the Library of Congress as a cultural institution has a strong tradition of national service, tying it to scholars, libraries, and other cultural agencies and institutions around the United States. Public education, which is a major mission of the American Folklife Center, is also a major mission of the entire Library of Congress. In the years since the creation of the Center in 1976, the Library of Congress has proven to be an excellent location for the Center. Through a variety of programs and initiatives the Center has developed a close working relationship with the various branches and divisions of the Library as an institution, collaborating with other offices in activities as diverse as exhibitions, publications, acquisitions for the Library's permanent collections, and explorations of new technology. The collections of the Library are readily available for use by the Center, and the Archive of Folk Culture serves acquisitions and reference functions for the entire Library with regard to folklife.

In addition, the Library provides a variety of administrative services that make it possible for the Center to undertake its varied activities efficiently.

COST ESTIMATE

In compliance with paragraph 11(a) of rule XXVI of the Standing Rules of the Senate, the estimate of costs of this measure, prepared by the Congressional Budget Office pursuant to section 403 of the Congressional Budget Act, is as follows:

U.S. CONGRESS,
CONGRESSIONAL BUDGET OFFICE,
Washington, D.C., May 3, 1984.

HON. CHARLES MCC. MATHIAS,
Chairman, Committee on Rules and Administration, Washington, D.C.

DEAR MR. CHAIRMAN: The Congressional Budget Office has reviewed S. 2556, a bill to authorize appropriations for the American Folklife Center for fiscal years 1985 through 1989, as ordered reported by the Senate Committee on Rules and Administration, May 1, 1984.

If you wish further details on this estimate, we will be pleased to provide them.

Sincerely,

RUDOLPH G. PENNER.

CONGRESSIONAL BUDGET OFFICE COST ESTIMATE

1. Bill number: S. 2556.
2. Bill title: To authorize appropriations for the American Folklife Center for fiscal years 1985 through 1989.
3. Bill status: As ordered reported by the Senate Committee on Rules and Administration on May 1, 1984.
4. Bill purpose: This bill extends authorization of appropriations for the American Folklife Center for fiscal years 1985 through 1989. This bill is subject to subsequent appropriations action.
5. Estimated cost to the Federal Government:

Authorization level:

Fiscal year:	Millions
1985 -----	\$0.9
1986 -----	1.0
1987 -----	1.1
1988 -----	1.2
1989 -----	1.3

Estimated outlays:

Fiscal year:	
1985 -----	.8
1986 -----	1.0
1987 -----	1.1
1988 -----	1.2
1989 -----	1.3

The costs of this bill fall in function 500.

Basis of Estimate: The authorization levels for all years are stated in this bill. Full appropriation of authorization levels is assumed in this estimate. Outlays are based on historical spendout rates.

6. Estimated cost to state and local governments: The budgets of state and local governments would not be affected directly by the enactment of this bill.

7. Estimate comparison : None.
8. Previous CBO estimate : None.
9. Estimate prepared by : Stacy Sheffrin.
10. Estimate approved by : C. G. Nuckols (for James L. Blum, Assistant Director for Budget Analysis).

REGULATORY IMPACT STATEMENT

In accordance with paragraph 11(b) of rule XXVI of the Standing Rules of the Senate, the Committee on Rules and Administration does not consider that enactment of S. 2556 would have any regulatory impact.

COMMITTEE AMENDMENT

PLAYGROUND FOR THE SENATE EMPLOYEES' CHILD CARE CENTER

Purpose of the amendment

The amendment would grant the Capitol Police Board the authority to designate certain portions of the Capitol grounds for use exclusively as play areas for children attending a child care center established for the purpose of providing child care for children of Members and employees of the Senate or House of Representatives.

Background

On October 22, 1982, Senator Inouye wrote to the Rules Committee asking it to consider the possibility of establishing a day care program for the children of Senate employees.

In November 1982, a group of interested Senate staff formed a task force to work toward establishing a day care center.

On January 25, 1983, 19 Senators wrote the Rules Committee expressing their support for the establishment of a child care center. In that letter the Senators requested the assignment of approximately 3,000 square feet of indoor space for the facility and a roughly equivalent amount of outdoor play area.

In August 1983, Chairman Mathias and Ranking Minority Member Ford, on behalf of the Rules Committee, approved the assignment of 3,500 square feet of space on the second floor of the Immigration Building as the location of a Senate day care center and directed the Architect of the Capitol to remodel the space for occupancy by the center early in 1984.

On November 14, 1983, the Senate passed S. Res. 269, which had been reported from the Rules Committee, making available from the contingent fund of the Senate a sum not to exceed \$20,000 for start-up costs of the day care center. The Senate Employees' Child Care Center opened its doors on February 27, 1984.

The Architect of the Capitol expressed concern about the creation of an outdoor playground, citing a provision of Title 40 U.S.C. which appears, in his view, to prohibit playgrounds on Capitol property. He suggested that the law be amended to specifically authorize such a playground for the child care center.

Therefore, to avoid further delay and to resolve any uncertainty concerning the legal authority to provide a playground for the child care center on Capitol grounds, during the consideration of S. 2556 in Com-

mittee markup on May 1, 1984 Senator DeConcini submitted a motion to amend the bill with respect to authorizing the Capitol Police Board to designate certain portions of the Capitol grounds as play areas for children attending child care centers of the Senate or House of Representatives, and specifically, the child care center referred to in S. Res. 269, 98th Congress, 1st Session.

The Committee's approval of Senator DeConcini's amendment concerning play areas for day care centers should not be interpreted as an endorsement of the view that 40 U.S.C. 214 or any other applicable law would prevent the designation of portions of the Capitol Grounds as play areas. The Committee is acting to dispel any doubt that might exist about the authority of the Capitol Police Board, acting pursuant to 40 U.S.C. 214, to regulate use of the property under its jurisdiction for playgrounds or otherwise.

The DeConcini amendment would grant the Capitol Police Board the authority to designate certain portions of the Capitol grounds for use exclusively as play areas for the benefit of children attending a child care center established for the primary purpose of providing child care for the children of Members and employees of the Senate or House of Representatives.

The designation of the actual site would be with the approval of the Senate Committee on Rules and Administration with respect to a child care center for children of Senate Members and employees and the House Committee on House Administration with respect to a child care center for the children of House Members and employees. The Committee is aware that space has already been identified for possible use as a play area for the children attending the Senate Employees' Child Care Center and anticipates that the Capitol Police Board will promptly designate appropriate space.

The language of the amendment prohibits the establishment of a playground on the central grounds of the Capitol, but would confine the location to the Senate or House sides of the Capitol grounds.

The amendment also authorizes the termination of any play area at any time by the Committee which approved such designation.

The amendment specifically authorizes playground space to be designated for the Senate Employees' Child Care Center.

To date, no play area has been designated for use by children attending the Senate Employees' Child Care Center. The lack of outdoor play facilities has seriously hampered the ability of the Center to provide quality child care services to the children of Senate employees, as contemplated in S. Res. 269.

CHANGES IN EXISTING LAW

In compliance with paragraph 12 of rule XXVI of the Standing Rules of the Senate, changes in existing law made by the bill, S. 2556, as reported by the Committee on Rules and Administration, are shown as follows (existing law proposed to be omitted is enclosed in black brackets, new matter is printed in *italic*, and existing law in which no change is proposed is shown in *roman*) :

SEC. 8. * * *

* * * * *

(1) * * *

(2) * * *

(3) by inserting after 1981 the following: \$740,000 for the fiscal year ending September 30, 1982, \$890,000 for the fiscal year ending September 30, 1983, [and] \$990,000 for the fiscal year ending September 30, 1984, \$930,000 for the fiscal year ending September 30, 1985, \$1,021,150 for the fiscal year ending September 30, 1986, \$1,104,025 for the fiscal year ending September 30, 1987, \$1,216,525 for the fiscal year ending September 30, 1988, and \$1,319,550 for the fiscal year ending September 30, 1989.

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